4.0 Cumulative Impacts and Other NEPA and MEPA Considerations

This chapter presents information and analysis necessary to comply with several provisions of NEPA and MEPA. To support the subsequent analyses, the chapter begins with a preface about what a merchant transmission line is and the potential uses of the proposed MATL line. The remaining sections in Chapter 4 discuss:

- Cumulative impacts of the proposed Project and alternatives when combined with past, present, and reasonably foreseeable future actions, including the interconnection of the proposed MATL line and potential wind farms that may use the line (Sections 4.1 through 4.16);
- Unavoidable adverse impacts (Section 4.17);
- Irreversible or irretrievable commitments of resources (Section 4.18);
- Short-term use versus long-term productivity (Section 4.19);
- Regulatory impacts on the applicant's private property rights (Section 4.20); and
- Intentional destructive acts (Section 4.21).

Description of a Merchant Transmission Line

A transmission line is normally built for one of three different situations. The most typical situation is a transmission line constructed by an electric utility to help serve customers' demand for electricity within its service area. A second situation is the construction of a transmission line by various parties (private and utility) interested in connecting a specific power-generating source to the regional electrical system. A third situation is a "merchant line," a line constructed and owned by a private party with no electric service area who owns no other electrical facilities (generating units, distribution lines, or substations). A merchant line is generally intended to serve a need or market for electricity. MATL's proposed 230-kV transmission line project would be a merchant line project.

The merchant transmission line development company finances its project through private sources and recovers its investment in the project by selling rights to use "capacity," or space, on the line. Anyone may purchase capacity on a merchant line, including conventional electric generating sources or renewable sources. The FERC has an "open season" process by which merchant transmission developers offer the capacity for sale through a FERC-approved auction. FERC regulations require an open and fair offering of the capacity to shippers.

The entities that acquire transmission capacity through the open season auction have a guaranteed right to the purchased capacity for the specified period and, in return, have a firm obligation to pay the merchant transmission developer for these rights regardless of whether or not they use them. Generally, this guaranteed payment from the purchasers of the transmission capacity facilitates the financing of merchant transmission projects.

Wind Power and the MATL Transmission Line

As of this writing, various developers of proposed wind farms have purchased all the shipping capacity (**Table 4.1-1)**. However, because the capacity rights are a commodity that may be resold or traded, the original purchasers may not be the power suppliers that use the line. MATL has indicated that capacity rights contracts do not require the use of any particular form of power generation.

TABLE 4.1-1
BIDS ACCEPTED BY MATL

Company Name	Total Awarded MW	Direction of Power Flow	Start Date/Contract Term (years)	Project Name/Location
NaturEner USA	120	South to North, Cut Bank to Alberta	Unknown/15	Glacier Wind Project/Glacier and Toole counties
NaturEner Canada	180	South to North	2008/24	Rim Rock Wind Farm/Toole County
Wind Hunter LLC	120	North to South	2007/25	Unnamed/unknown
Invenergy Wind Montana	180	North to South	Unknown/25	Unnamed/unknown

Notes:

MW = megawatt

In light of the foregoing, DOE believes that MATL's proposed Project is separate from and has an existence and utility independent from the wind farms. While the wind farms could be the first users of the line, it is reasonably foreseeable that other shippers would use the MATL line. As a result, DOE does not view the wind farms as "connected actions" as defined in 40 CFR 1508.25(a) (1). Therefore, in this EIS the impacts from potential wind farms are evaluated as cumulative impacts, consistent with 40 CFR 1508.7, and not connected actions.

4.1 Cumulative Impacts

The CEQ regulations implementing the procedural provisions of NEPA define cumulative impacts as "the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions" (40 CFR 1508.7). The regulations further explain that "cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time."

MEPA defines cumulative impacts as "the collective impacts on the human environment of the proposed action when considered in conjunction with other past, present, and future actions related to the proposed action by location or generic type" (75-1-220(3), MCA). "Related future actions may only be considered when these actions are under concurrent consideration by any agency through pre-impact statement studies, separate impact statement evaluations, or permit processing procedures" (75-1-208(11), MCA). Pursuant to ARM 17.4.627, whenever a state agency prepares a joint environmental impact statement that will comply with NEPA and MEPA, the joint document will be prepared in compliance with both statutes. The State agency may accede to and follow more stringent Federal requirements, such as additional content. NEPA requires reasonably foreseeable future actions to be included in the cumulative impacts analysis, not just those undergoing concurrent review. In order to comply with the more stringent Federal requirement, the cumulative impacts analysis in this document includes consideration of reasonably foreseeable future actions that do not meet the definition of related future actions, including potential wind farms.

DEQ considers cumulative impacts when making the findings under MFSA (ARM 17.20.1604 (1)(b) and 1607(1)(a)(vii)). Analysis of cumulative environmental impacts of a proposed Project and other actions helps to ensure that agency decisions consider the full range of consequences of the agencies' actions to the extent information is available.

Because the proposed Project would have no direct or indirect effects in the area of Engineering, there is nothing to add to the past, present, and reasonably foreseeable future actions. Therefore, there are no cumulative effects from the proposed action on that topic. However, some reasonably foreseeable future actions might result in changes in the local electrical system with a resulting cumulative impact on electric system reliability.

4.1.1 Region of Influence for Cumulative Impacts

Cumulative impacts are identified only where there is a reasonable likelihood that the proposed Project would have a cumulative or incremental effect with other past, present, and reasonably foreseeable future actions.

Depending on which resource is being evaluated, impacts may be: (1) confined to a specific long-term footprint of development; (2) limited to the entire Project study[7] area; or (3) extended over a much larger area beyond the resource analysis area.

4.1.2 Past and Present Actions Potentially Contributing to Cumulative Impacts

At least 17 pipelines and 8 transmission lines transect the Project study area and vicinity. Sources used to locate linear facilities that transect the study area are: 2005 aerial photos, field observations, and U.S. Geological Survey topographic maps at a scale of 1:24,000. Pipelines in the study area are described in Section 3.3.2. Transmission lines that start at either the Great Falls 230-kV Switchyard or the Rainbow Substation and transect the study area are:

1. NWE 100-kV transmission line that runs southwest from Great Falls,
2. NWE 100-kV transmission line that runs south from Great Falls,
3. NWE 115-kV transmission line that roughly parallels the alignment proposed under Alternative 3,
4. NWE 161-kV transmission line that runs northeast from Great Falls,
5. WAPA 115-kV transmission line that runs east-west through Shelby and Cut Bank,
6. WAPA 161-kV transmission line that runs from Great Falls to Havre,
7. WAPA 230-kV transmission line that runs between substations located near Shelby, Conrad, and the Great Falls 230-kV Switchyard, and
8. PPL Montana 100-kV transmission lines that connect hydroelectric developments to the Great Falls 230-kV Switchyard.

Other present and past activities in the vicinity of the proposed Project include farming (irrigated and non-irrigated), grazing, weed management, hunting, and general recreation; growth of cities and towns, residential areas, and industrial and commercial areas; and Federal and state highways and county roads, railroads and railroad rights–

[7] *The Project **study area** is the area that includes the proposed an alternative alignments and areas where roads may be built or improved. The study area was defined by MATL in its MFSA application to DEQ. The **analysis area** is the area evaluated for each resource. Different resources have different analysis areas. For some resources, the analysis area is the entire study area. For other resources, it may be a smaller area defined by the potential extent of impacts or a larger region defined by the units (for example, counties) for which relevant data are available.*

of-way, communication facilities, military installations, conservation easements, airports, and national trails.

4.1.3 Reasonably Foreseeable Future Actions Potentially Contributing to Cumulative Impacts

Reasonably foreseeable future actions that could occur in the Project study area include the development of wind farms, the new Southern Montana Electric Highwood Generating Station coal-fired power plant (250 MW) proposed to be located outside Great Falls, the proposed gas-fired Great Falls Energy Center (277 MW) power plant, and potential development of irrigation systems on cropland that is not now irrigated.

Table 4.1-2 shows the planned energy generation projects in the area. Available information on these and other reasonably foreseeable future actions is presented in more detail below.

Potential to Upgrade the Capacity of the MATL Proposed Transmission Line

MATL could upgrade the capacity of the proposed line from 300 MW to 400 MW in each direction. However, their end-to-end path rating as designated by WECC is for 300 MW (**Appendix M**).

Highwood Generating Station

Southern Montana Electric Generation and Transmission Cooperative, Inc. proposes to build a 250-MW coal-fired power plant and 6-MW wind generation facility, at a site east of Great Falls, Montana. **Figure 4.1-1** shows the proposed location of this project, which is known as the Highwood Generating Station, along with the new transmission line to connect at the Great Falls 230-kV Switchyard. Impacts from the proposed Highwood Generating Station are described in the *Final EIS for the Highwood Generating Station*, which was released in January 2007 (USDA Rural Utilities Service and DEQ 2007). DEQ and USDA issued a joint ROD in May 2007 and the air quality permit has been issued by DEQ.

TABLE 4.1-2
POTENTIAL GENERATION PROJECTS[1] IN THE VICINITY OF THE MATL LINE FROM NORTHWESTERN AND WAPA INTERCONNECTION QUEUES

Queue Position	County	Interconnect Point	In-Service Date[2]	Generating Facility Type	Output (MW)
Not Applicable	Cascade	Great Falls NW - Holter 100 kV Line	February 27, 2006	Wind	9
Application Approved	Cascade	Great Falls 230 kV Switchyard	March 31, 2009	Base Load- Coal Fired[3]	268
8	Pondera	South Cut Bank to Conrad Auto 115 kV	October 15, 2008	Wind	104
10	Liberty	69 kV line at Chester	December 1, 2007	Wind	20
11	Cascade	Rainbow Switchyard	December 31, 2011	Hydro	23
12	Teton	Dutton 69 kV Substation	August 1, 2007	Wind	18.9
13	Teton	Choteau Substation	December 31, 2009	Hydro	15
14	Cascade	Great Falls 230 kV Switchyard	Summer 2007	Gas Fired[4]	277
16	Glacier	Cut Bank 115 kV Substation	October 1, 2008	Wind	110
Unknown	Pondera	Conrad	December 1, 2008	Wind	250

Source: OASIS web site http://www.oatioasis.com/nwmt/nwmtdocs/Interconnection_queue.xls updated 11/21/2007.

1 Under FERC regulations on Large Generator Interconnection Agreements, customer names are confidential until agreements have been signed.

2 Dates are those given in the cited source.

3 Assumed to be Highwood Generating Station.

4 Assumed to be Great Falls Energy Center

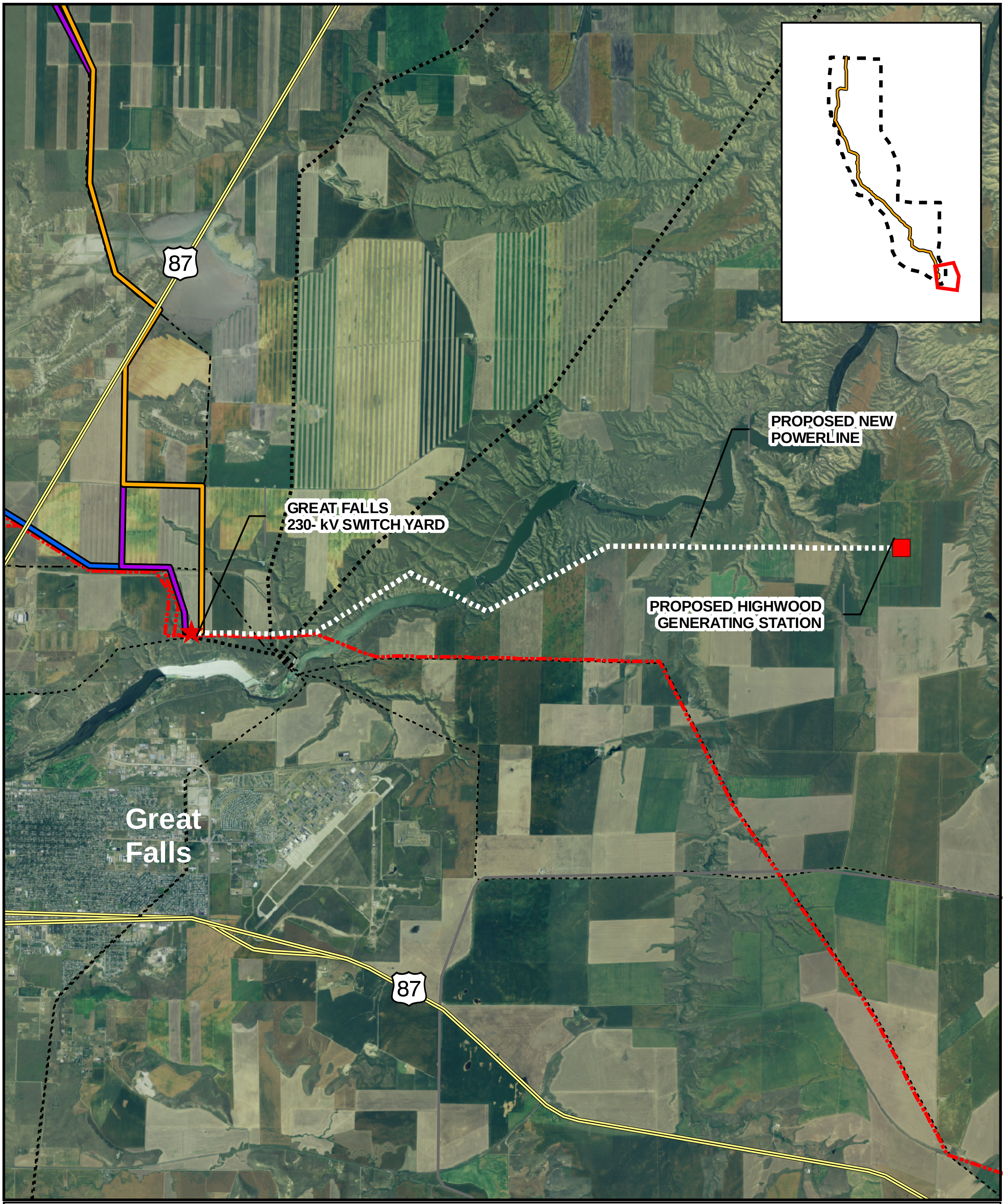

FIGURE 4.1-1
PROPOSED HIGHWOOD GENERATING STATION

N

0 1 Miles

LEGEND
ALT2 - PROPOSED ALIGNMENT
ALT3 - ALIGNMENT
ALT4 - ALIGNMENT
230kV POWERLINE
161kV POWERLINE
115kV POWERLINE
100kV POWERLINE
ALIGNMENT END POINT
MAJOR HIGHWAYS
SECONDARY ROADS
SECTION LINE

GIS map by Ed Madej -TTEMI-HE Fig4_1-1_MATL_Highwood_Generating_Station_110507.mxd

Great Falls Energy Partners – Great Falls Energy Center

Great Falls Energy Partners purchased the assets and permits for Montana First Megawatts from NorthWestern Energy in February 2007 and renamed their project the Great Falls Energy Center. The proposed project would include a gas-fired, combined cycle power plant capable of producing 275 MW with possible expansion for an additional 275 MW. An air quality permit was issued. The project would be located approximately 2 miles north of Great Falls and 2.2 miles west of the Great Falls 230-kV Switchyard. Impacts of this gas-fired generator were addressed in an EA for the original air quality permit (DEQ 2001) as well as in a revised air quality permit (DEQ 2006a).

Wind Farms with MATL Capacity

MATL offered two open seasons to bid on the available capacity (300 MW each direction). The first open season was held between February 3, 2005, and April 15, 2005. MATL received six bids.

The second open season occurred between June 9, 2006, and June 30, 2006. MATL accepted bids for 600 MW of firm capacity from four bidders, all potential developers of wind farms, summarized in **Table 4.1-1**. Two of the early bidders (GE Energy and TransCanada) have withdrawn their bids and did not respond during the second open season (Railton 2006; Thornton 2006). More detailed information on the wind farms appears below. This information was gleaned from newspaper articles and press releases, from FWS or MATL, or is based on professional judgment. The accuracy of the information cannot be confirmed; the location, size, and number of turbines are estimates using the best available information. The potential locations of most individual wind farms remain confidential, and wind farms may not be designed yet.

1. NaturEner USA – Glacier Wind Project
NaturEner USA has a guaranteed right to purchase 120 MW of capacity to transmit power northward from Cut Bank into Alberta. According to MATL (MATL 2006b), NaturEner USA may also transfer power from north to south. This project would be located between the Marias River north to Hjartarson Road and between McCormick and Sullivan Bridge roads. The wind farm would be on 12,000 acres in Glacier and Toole counties with 45 to 60 wind turbines. Once the construction is complete, it would take at least 15 technicians to operate and maintain year-round. The proposed location of the GlacierWind Project and additional anemometer locations are shown on **Figure 4.1-2**.

2. NaturEner Canada – Rim Rock Wind Farm
The Rim Rock Wind Farm would be in northwest Toole County on 15,000 acres of privately owned land. Naturener Canada has a guaranteed right to purchase 180 MW of capacity.

3. Wind Hunter LLC – Unnamed Wind Energy Project
Wind Hunter LLC has a guaranteed right to purchase 120 MW of capacity southward. Wind Hunter would likely construct a wind energy project in the Cut Bank area.

4. Invenergy Wind Montana – Unnamed Wind Energy Project
Invenergy Wind LLC has a guaranteed right to purchase 180 MW of capacity southward on the proposed MATL transmission line. Invenergy is interested in constructing other wind energy projects in Montana, potentially in the Cut Bank/Shelby/Conrad area.

Other Wind Farms
DEQ staff is aware of several other initiatives under way to develop wind farms or areas under investigation for wind farm development, as listed below. Because these projects are speculative, they are discussed generally.

Potential wind farm developments in early stages of planning include:

- A wind farm at Trunk Butte (Belgian Hill) would interconnect with NorthWestern Energy's Great Falls to Cut Bank transmission line. The size is unknown.
- A wind farm on Teton Ridge southwest of Dutton would be about 30 MW.

Other wind farms may connect to NorthWestern Energy and WAPA transmission lines. Information is available on developers currently pursuing interconnection agreements with NorthWestern Corporation and WAPA (**Table 4.1-2**). Many wind farm projects reach the stage of submitting an initial request for an interconnection study and, after the prospective developers learn the results, they withdraw the request to interconnect.

DEQ has observed anemometers on higher elevation terrain to the west and north of Conrad, between Cut Bank and the Marias River east of the Blackfeet Indian Reservation, a few miles north of Hay Lake north of Cut Bank, and just east of Route 214 about 15 to 20 miles north of Cut Bank (**Figure 4.1-2**). An anemometer does not necessarily indicate that a wind farm is being considered; only that someone is monitoring the wind.

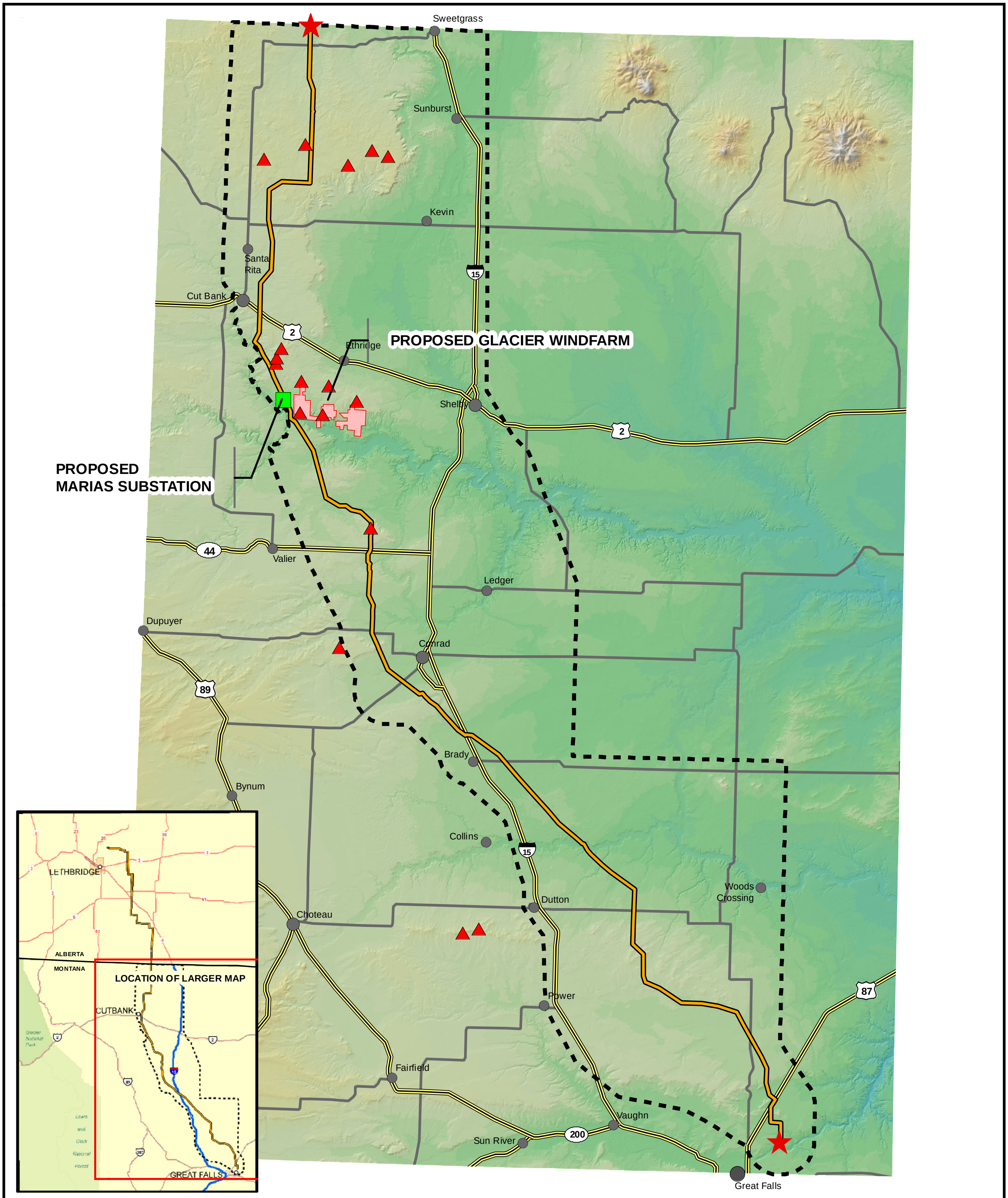

FIGURE 4.1-2
AREAS OF INTEREST
IN WIND FARM DEVELOPMENT

N

0 10 Miles

LEGEND

- ALT 2 - PROPOSED ALIGNMENT
- ANEMOMETER LOCATIONS
- CITIES AND TOWNS
- ALIGNMENT END AND EXIT POINTS
- PROPOSED MARIAS SUBSTATION
- MAJOR HIGHWAYS
- SECONDARY ROADS
- PROPOSED WINDFARM

GIS map by Ed Madej -TTEMI-HE Fig4_1-2_MATL_Wind_Farms_091108.mxd

DEQ Analysis of Permitting and Review Requirements for Wind Farms

DEQ administers no permits specifically for wind farms as energy projects. Certain permits may, however, be necessary for proposed wind farms, depending on the locations of the roads, turbines, and power lines. These are listed in **Table 4.1-3**. It is possible that few if any state permits would be necessary if a project were on private land with no stream or wetland crossings or encroachments. If no permits are needed, DEQ would not prepare an environmental assessment (EA) or an EIS.

TABLE 4.1-3
MONTANA DEPARTMENT OF ENVIRONMENTAL QUALITY PERMITS AND APPROVALS

Permit/Approval Name	Nature of Permit	Authority
Section 401 Water Quality Certification	Provides a review of potential adverse water quality impacts potentially associated with discharges of dredged or fill materials in wetlands and other waters of the U.S.	Section 401 of the Clean Water Act
MPDES Wastewater Discharge Permit	Permits construction and industrial activities that would result in the discharge of wastewater to waters of the state.	Montana Water Quality Act (75-5-401 et seq., MCA)
General Discharge Permit for Storm Water Associated with Construction Activity	Submit Notice of Intent for coverage under General Permit to authorize storm water discharges to surface waters of the state associated with the construction activities.	Montana Water Quality Act (75-5-401 et seq., MCA)
General Permit for Storm Water Discharges Associated with Industrial Activity	Permits storm water discharges from qualifying industrial activities.	Montana Water Quality Act (75-5-401 et seq., MCA)
Montana Joint Application: 310 Permit	Permits construction activities in or near perennial streams on public and private lands.	Montana Natural Streambed and Land Preservation Act (75-7-101 et seq., MCA)
Certificate of Compliance	Authorizes construction and operation of certain transmission lines with a design capacity greater than 69 kV.	Major Facility Siting Act (75-20-101 et seq., MCA)
Montana Joint Application: 318 Authorization short-term turbidity	Authorizes short-term narrative standards for turbidity associated with construction activities.	Montana Water Quality Act (75-5-101, MCA)
Public Water Supply Approval	Review of engineering plans and specifications for a new public water supply for more than 25 people daily for period of at least 60 days in a one-year period.	75-6-112, MCA: Plan Review and Approval
Open Cut Permit (if new gravel sources are needed for the project)	Permit to excavate 10,000 cubic yards or more total aggregate from one or more pits regardless of surface ownership.	Open Cut Mining Act (84-4-401 et seq., MCA)

DEQ does not maintain a comprehensive list of authorizations, permits, reviews, and approvals required by other state and Federal agencies, but a preliminary list is in **Table 4.1-4**. The Montana Department of Commerce (MDOC) also has information about general permits and licenses for doing business in Montana. The FWS enforces the Migratory Bird Treaty Act and the Bald and Golden Eagle Protection Act. No permit is required per se; however, FWS has developed guidelines for use by wind farm developers to help determine the level of study necessary to address avian mortality issues before a project is built.

The U.S. Department of Defense (DoD) reviews proposals for wind farms and transmission lines to ensure that excavation would not disturb buried cable connecting Minuteman missile silos or interfere with military radar. Entities seeking to develop wind energy projects on BLM-administered lands are required to consult with the DoD regarding the location of wind power projects and turbine siting as early in the planning process as appropriate. An interagency protocol agreement between the BLM and the DoD is being developed to establish a consultation process and to identify the scope of issues for consultation (BLM 2005a).

The Federal Communications Commission (FCC) has regulatory authority to ensure that wind turbines and power lines do not cause microwave, television, radio, telecommunications, or navigation interference. FCC also issues licenses to operate industrial radio service for fixed microwave stations.

Assumptions about Cumulative Effects from Wind Farm Development

For purposes of cumulative impact assessment from wind farms, it is conservatively assumed that: (1) the MATL line capacity is proposed to be 300 MW in each direction and that the line could be upgraded, allowing the line to handle 400 MW in each direction; (2) new wind farms would be built to use the total 800 MW (400 MW in each direction) capacity; and (3) 1.5 to 2 MW turbines would be used. Accordingly, 400 to 533 turbines might generate electricity that would transmit on the MATL line.

The cumulative impacts analysis for potential wind farms is heavily adapted from the *Final Programmatic Environmental Impact Statement on Wind Energy Development on BLM-Administered Lands in the Western United States* (BLM 2005b) and refined for conditions found near the proposed MATL line. Because of the lack of detailed plans on the wind farms, site-specific issues associated with individual wind farms are not assessed in detail. Rather, the range of possible impacts is identified. The BLM EIS includes an extensive list of potential mitigation measures to reduce or eliminate impacts (**Appendix O**). These potential mitigations could be refined for conditions near the proposed MATL transmission line.

TABLE 4.1-4
AUTHORIZATIONS, PERMITS, REVIEWS, AND APPROVALS BY OTHER AGENCIES[1]

Action	Permit/Approval	Approving Authority/ Approving Agency	Statutory or Regulatory Reference
FEDERAL			
Power Line Construction and Operation on Land Under Federal Management	Right-of-Way (ROW) Grant	BLM/USFS	FLPMA 1976 (PL94-579); USC 1761-1771 and 43 CFR Part 2800
Transmission Line Interconnection	Interconnection Agreement	WAPA/BPA	Section 211 Federal Power Act, General Guidelines for Interconnection
NEPA Compliance to Grant ROW and WAPA Interconnection Agreement	EA and/or EIS	Federal Agencies	NEPA, CEQ 40 CFR Part 1500-et. seq.
Review and approval of State Highway permit application and support documentation for transmission lines in the Interstate Highway System right of way	Review and Approval authority	FHWA through MDT	23 CFR 1.23 and 1.27 USC Sections 116, 123, 315 (23 CFR Part 645 Subpart B), 23 CFR 77
Grant of ROW by BLM, USFS or Transmission Line Interconnection Agency	ESA compliance, Biological Assessment (BA), and Biological Opinion (BO)	USFWS	ESA, Section 7
Grant of ROW by BLM, USFS or Transmission Line Interconnection Agency	National Historic Preservation Act (NHPA) compliance, Section 106	BLM, WAPA, and Montana SHPO	NHPA of 1966, 36 CFR part 800, 16 USC 47
Tower location and height relative to air traffic corridors	Notice of Proposed Construction or Alteration	Federal Aviation Administration (FAA)	49 USC 1501; 13 CFR 77 Objects Affecting Navigable Airspace
Fill in a Wetland	404 permit	Army Corps of Engineers	CWA, Section 404
Construction in a navigable river or harbor	Section 10 permit	Army Corps of Engineers	River and Harbors Act of 1899
Crossing of Federally owned canals	Perpetual license for electric line crossings on Bureau of Reclamation land and canals	Bureau of Reclamation	
Oversees Federal agencies regarding impacts on cultural resources		Advisory Council on Historic Preservation	National Historic Preservation Act Section 106
Review to determine if there could be communications interference	Review	Federal Communications Commission	Communications Act of 1934, as amended, 47 CFR parts 301, 303(f).
STATE OF MONTANA			
Allows construction activity within a designated 100 year flood plain	Montana Joint Application; Flood Plain Development Permit	Montana DNRC or County Floodplain Coordinator.	Montana Floodplain and Floodway Management Act (76-5-401 to 406, MCA)
Construction activities on state trust lands and navigable waterways	Easement/Land Use License	Board of Land Commissioners; Montana DNRC	Title 77, MCA
Leasing of State Lands	State Land Lease	Board of Land Commissioners; Montana DNRC	Title 77, Chapter 6, MCA

TABLE 4.1-4 AUTHORIZATIONS, PERMITS, REVIEWS, AND APPROVALS BY OTHER AGENCIES[1]			
Action	**Permit/Approval**	**Approving Authority/ Approving Agency**	**Statutory or Regulatory Reference**
Grant utility crossing permits for transmission line and access roads that may encroach on state maintained highways	Utility Crossing Permit	Montana Department of Transportation (MDT)	RW 131 and/or RW 20
Consults with project applicants and state agencies regarding impacts on cultural resources	Montana Antiquities Act consultation	Montana SHPO	Montana Antiquities Act (22-3-421 through 442, MCA)
Facility Construction	Building permits per relevant building codes	Montana Department of Labor and Industry, Building Codes Bureau	Title 50, Chapter 60 and Title 50, Chapter 74, MCA
COUNTY			
Containment, suppression and eradication of noxious weeds	Noxious Weed Management Plan	County Weed Control District	7-22-2101-2153, MCA
ROW easement grants and road crossing permits for county property and roadways	Easement grants and road crossing permit	County Commissioners	
Construction in or near perennial streams on public and private lands	Montana Joint Application: 310 Permit	Conservation District	Montana Natural Streambed and Land Preservation Act (75-7-101 et seq., MCA)

Notes:

1 This list is not comprehensive and not all of these agency actions would apply for all projects.

BLM – Bureau of Land Management

BPA – Bonneville Power Administration

CEQ – Council on Environmental Quality

CFR – Code of Federal Regulations

CWA – Clean Water Act

DNRC – Department of Natural Resources and Conservation (Montana)

EA – Environmental Assessment

EIS – Environmental Impact Statement

ESA – Endangered Species Act

FAA – Federal Aviation Administration

FHWA – Federal Highway Administration

FLPMA – Federal Land Policy Management Act

MCA – Montana Code Annotated

MDT – Montana Department of Transportation

NEPA – National Environmental Policy Act

NHPA – National Historic Preservation Act

ROW – Right of way

SHPO – State Historic Preservation Officer

USC – Unites Stated Code

USFS – United States Forest Service

USFWS – United States Fish and Wildlife Service

WAPA – Western Area Power Administration

Wind farms are likely to be located in windy areas, within about 30 to 40 miles of a transmission line with available capacity, and where agreements can be negotiated with landowners.

Currently many commercial wind farms are using individual turbines with the ability to generate about 1.5 MW to 2 MW. Larger, more efficient models are in development, but wind farms with smaller generators are still being constructed because the most cost efficient turbines for large-scale development seem to be about 1 to 2 MW.

Development of a wind farm is likely to involve establishing site access; constructing roads; removing vegetation; excavating; constructing towers; and installing turbines, control buildings, meteorological towers, substations, and transmission lines. Construction may take less than a year to several years. Access roads would typically be a minimum of 10 feet wide or as much as 30 feet wide. Existing public or private roadways may be altered to accommodate heavy or oversized vehicles. Based on experience, the final footprint for the above ground facilities is likely to be no more than 10 percent of the total acreage of the wind farm site (BLM 2005b).

As of 2007, the proposed Valley County Wind Energy Project in northeastern Montana (outside the Project study area) included 114 1.5-MW turbines and covers 6,756 total acres to generate 170 MW. The Supplemental EA (BLM and DNRC 2007) for the wind farm estimated that a total of 244.7 acres would be disturbed for all activities associated with the wind farm including operation and maintenance buildings, access roads, turbine foundations, collector system, substation, staging areas, etc. This amounts to less than 4 percent of the total wind farm area, and approximately 2.15 acres disturbed per turbine (BLM and DNRC 2007). Permanent ground disturbance for the Valley County Wind Energy Project would total about 59 acres (BLM and DNRC 2007), or approximately 0.5 acres per turbine.

During wind farm operation, a 6- to 10-person maintenance crew would likely work at larger sites (Steinhower 2004); smaller sites might just have people on call. Maintenance includes inspection, lubrication, painting, or major overhauls. Technological advances may lead to replacing turbines or blades for efficiency.

Facilities may be removed and recycled when no longer needed. If decommissioning occurs, disturbed land areas could be restored to original grade and reseeded or replanted. During dismantling of electrical substations and storage buildings, the site could be inspected for industrial contamination from minor spills or leaks and decontaminated as necessary.

4.2 Cumulative Impacts on Land Use and Infrastructure

Land use in the area would be affected by projects that connect to the MATL transmission line (including wind farms) or enter the Great Falls 230-kV Switchyard (new transmission lines and upgrades). Public comment had identified a public concern regarding the impacts on land uses from wind farm development. These activities have been included in the cumulative effects analysis for land use and infrastructure.

Past, present, and reasonably foreseeable future actions identified in Section 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts on land uses.

Past and Present Actions

Transmission lines (see Section 4.1.2), smaller power lines, oil and gas well access, pipelines, communication lines and towers, military installations, and roads have affected, and would continue to affect, land uses in the analysis area for this resource. Depending on their location, these activities may continue to interfere with farming operations, remove farmland from production, and contribute to increased traffic on roads and highways. Transmission lines, smaller power lines, and communication towers may continue to pose obstacles to aircraft.

Reasonably Foreseeable Future Actions

Future transmission line upgrades would not result in cumulative impacts on land use. Although the structures on the rebuild/upgrade of WAPA's Great Falls to Havre transmission line would be slightly wider than those on the existing line, impacts are expected to be similar to those on the existing line. The H-frame line is located in grain fields and rangeland not far from the Rainbow substation and is one of the lines that collectively make farming in the area more difficult. Additional information on this project can be found in the report "*Final Environmental Assessment Havre-Rainbow Transmission Line Rebuild Project*" (WAPA 2007). Similarly, any future upgrade of the MATL transmission line should not result in additional land use impacts because there would be no change to the support structures.

Future maintenance of power lines and pipelines would be infrequent and would not add greatly to traffic on area roads. Traffic would increase from reasonably foreseeable projects as workers commute and fuel and supplies are delivered.

Development of major projects such as the Highwood Generating Station and Great Falls Energy Center typically results in long-term land use changes on project sites. The Highwood Generating Station would convert about 545 acres from crop production to industrial use (USDA Rural Utilities Service and DEQ 2007), while the Great Falls Energy Center would occupy a site of about 55 acres that was previously zoned for industrial use (Ecke 2007). Interconnecting transmission lines, rail spurs, and pipelines associated with these large projects also could disrupt land uses. A 230-kV interconnecting transmission line associated with the Highwood Generating Station would cross rangeland and cropland to connect the generating station with the Great Falls Switchyard (**Figure 4.1-1**). This would add to the lines entering and exiting the substation and could interfere further with farming activities near the switchyard.

Construction activities associated with reasonably foreseeable future actions could cause a relatively short-term decrease in the level of service provided by local roadways during the construction period. It is possible that local roads might require fortification of bridges and removal of obstructions to accommodate large and heavy equipment, such as wind turbine components. Construction activities would temporarily affect the recreation setting through noise, dust, traffic, and the presence of a construction workforce. People engaged in activities where solitude is important could be affected the most. Some parks and campsites may have increased use by workers for temporary accommodations during project construction. New access roads could also increase the potential for trespass onto private land closed to hunting. Most long-term effects on recreational settings would relate to visual disturbances. Persons who may otherwise use areas for undisturbed recreational experiences may decide to go elsewhere.

Wind Farm Effects on Land Uses

Most of the areas close to the proposed MATL line where wind farms might be located are privately owned, as indicated in Section 3.1.2 and **Figures 3.1-1, 3.1-2,** and **3.1-3**. Because of turbine spacing, only a small percentage of land would be taken out of use. Depending on the location, size, and design of a wind farm, wind development is compatible with a wide variety of land uses and generally would not preclude recreation, wildlife habitat conservation, military activities, livestock grazing, oil and gas leasing, dry land farming, or other activities that currently occur within the proposed Project area. However, recreation, wildlife habitat conservation, grazing, oil and gas drilling, and farming activities may be modified due to the presence of wind turbines and access roads.

As described above, a recent environmental assessment for a wind farm in northeastern Montana indicated that installation of wind turbines and construction of associated wind farm facilities would temporarily disturb about 2.15 acres per wind turbine and would permanently occupy about 0.5 acres per wind turbine (BLM and DNRC 2007). Given the 400 to 533 turbines assumed to be built by wind farm developers that have contracted for capacity on the MATL transmission line, approximately 860 to 1,146 acres could be disturbed for wind farm construction. About 0.5 acres per turbine, or a total of 200 to 267 acres of this land would be permanently dedicated to use for wind farms (for example, the land occupied by turbines and support facilities) and, thus, converted from its existing uses. Additional wind farm development that could occur unrelated to the MATL line would increase land use impacts proportionately. NaturEner USA has a guaranteed right to purchase 120 MW of capacity on the MATL line but has negotiated with NorthWestern for transmission capacity to support their current Glacier Wind Project.

Because wind farms are constructed with landowner agreement they would not create a conflict with current and planned agricultural uses of surrounding land, with the exception of aerial crop dusting. Wind farms could adversely affect crop dusting on land adjacent to wind farms.

Grazing and the operation of agricultural equipment could continue around and between wind turbines, though there would be additional obstacles to farm around. Guy wires for anemometers associated with wind farms would occupy only a few square feet and would be installed with landowner permission. They would have a negligible impact on the land area in agricultural use, but plowing and harvesting patterns might need to be modified in the immediate vicinity of the turbines and roads.

Construction and future decommissioning of wind farms could temporarily disrupt livestock access to supplementary feeding and watering stations (BLM et al. 2006). Upon wind farm decommissioning, land converted from cropland and pasture/ rangeland use could be returned to these prior uses. No permanent land use impacts would be expected when the wind farms are decommissioned (BLM et al. 2006).

CRP land disturbance would be minimal over the course of the operational life of wind farms because these lands are set aside for conservation and are usually not used for agricultural purposes. The largest impacts to CRP would be ground disturbance during the construction and decommissioning phases.

Compatibility of Wind Farms with Special Management Areas

BLM Areas of Critical Environmental Concern (ACEC), such as the Kevin Rim ACEC, and the FWS Benton Lake National Wildlife Refuge are unsuitable for wind farm development and would be excluded from consideration for development per agency management plans and direction.

Wind Farm Effects on Aviation

Additional elevated structures in the airspace would be a cumulative element for pilots to avoid.

4.3 Cumulative Impacts on Geology and Soils

Geology and soils in the area would be affected by projects that cause soil erosion or soil disturbance.

Past, present, and reasonably foreseeable future actions identified in Section 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts on geology and soils. The review indicated that simply upgrading the capacity of the MATL transmission line would not contribute cumulative effects on geology and soils.

There could be cumulative impacts on geology and soils in the Project study area from the construction and operation of future wind farms and new roads, and the increased need for new or expanded sand, gravel, and concrete operations. Most potential cumulative impacts from soil erosion, landslides, mixing of soil horizons, and soil compaction would have minimal extent, largely being limited to the areas actually disturbed. Erosion and sediment controls would be required on construction-related disturbances of more than 1 acre.

Construction activities that would affect geologic resources and soils include vegetation clearing, excavation, blasting, trenching, grading, and heavy vehicle traffic.

Sand and gravel and/or quarry stone would likely be mined close to the potential construction site, potentially creating soil erosion and mixing of soil horizons.

Construction could activate geological hazards and increase slope instability. Activities could increase the slope, cause toe-cutting at the base of slopes, or increase pore pressure, which weakens the strength of soils on slopes or causes accelerated soil erosion.

Surface disturbance could cause soil erosion, which in turn can result in soil nutrient loss and degradation of water quality in nearby surface water bodies. The magnitude of the impact depends on the project size, erosion potential of the soil, local terrain, vegetative cover, and the distance from a site to nearby surface water bodies. DEQ would require control of storm water during construction, reducing the potential for transport of eroded soils.

4.4 Cumulative Impacts Related to Hazardous Materials

Past, present, and reasonably foreseeable future actions identified in Sections 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts related to hazardous materials.

Construction, operation, and decommissioning associated with reasonably foreseeable future actions (including Highwood Generating Station, wind farms, Great Falls Energy Center, and transmission line upgrades) would require the use of some hazardous materials, although the variety and amounts of hazardous materials present during operation would be minimal. Types of hazardous materials that may be used include fuels (e.g., gasoline, diesel fuel), lubricants, cleaning solvents, paints, pesticides, wood preservatives, and explosives. These same types of materials would also continue to be used in farming, weed management, maintenance of roads and rail facilities, and other ongoing activities in the area. Wastes would be managed as required by state and Federal law and there would be a low probability that any serious contamination would occur.

4.5 Cumulative Impacts on EMF and Health and Safety

Past, present, and reasonably foreseeable future actions that could affect EMF levels near residences are considered in this cumulative impacts analysis. Additionally, other potential impacts on occupational and public safety are considered. There public concern about impacts on public safety from wind farms.

Residences within ¼ mile of the proposed MATL transmission line corridor may experience cumulative EMF impacts if additional energy-transmission projects are developed nearby.

If the line capacity were increased to 400 MW in each direction, the electric field at the edge of the right-of-way would increase, and the mean magnetic field would also be similar or slightly higher based on the increased wattage. Electric field strength would remain below the state standard of 1 kV/m at the edge of the right-of-way in subdivided and residential areas. There is no Federal standard for EMF. Sensitive stationary receptors could be exposed to magnetic fields greater than the 1 to 2 mG range, a newly suggested standard (BioInitiative Working Group 2007). Collector systems and transmission lines for wind farms could contribute some additional EMF impacts.

Potential effects on occupational health and safety from construction and operation of reasonably foreseeable future actions would be limited. Nevertheless, with the unique occupational hazards associated with heavy construction, wind farms, and the electric power industry, fatalities and injuries from on-the-job accidents could occur.

4.6 Cumulative Impacts on Water Resources

Past, present, and reasonably foreseeable future actions described in Sections 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts on water resources.

Past and present actions potentially affecting water resources in the vicinity of the analysis area include ongoing weed management, fertilization, crop production, grazing, road use and maintenance, and waterway modifications for stock watering. These activities can result in surface water flow alterations, water diversions, and stream bank modification and destabilization. Weed control and fertilization can introduce pesticides, nutrients, and total dissolved solids (salinity) into water supplies. Irrigation and waterway modifications for stock can result in increased salinity and flow reduction due to stream channel obstructions and diversions and saline seep. Some grazing practices result in sedimentation to surface water due to soil destabilization from reduced vegetation. Maintenance and use of roads at river and stream crossings can destabilize banks and increase sedimentation to surface water. These effects are commonly seen in agricultural areas.

DEQ has determined that seven water bodies in the analysis area have impaired or threatened beneficial uses by one or more of the activities described above: Missouri River, Benton Lake, Lake Creek, Teton River, Pondera Coulee, Cut Bank Creek, and Old Maids Coulee. These water bodies and their impairment causes and sources are described in **Appendix I**. Two of these water bodies, the Teton River and Pondera Coulee, would be crossed by all action alternatives. The Teton River is classified as Category 4A: "all TMDLs (total maximum daily loads) needed to rectify all identified threats or impairments have been completed and approved but impaired beneficial uses have not yet achieved fully supporting status." Pondera Coulee is classified as Category 5: "one or more applicable beneficial uses have been assessed as being impaired or threatened and a TMDL is required."

Future construction activities in the region, including construction of wind farms, could affect streams and lakes by

- temporarily increasing soil erosion and stormwater runoff due to ground-disturbing activities, heavy equipment traffic, and extraction of geologic materials from borrow areas or quarries;
- temporarily or permanently diverting surface water flows by access road systems, storm water control systems, or excavation activities;
- temporarily or permanently altering the interaction between hydrologically interconnected groundwater and surface water;

- temporarily reducing stream flows due to water withdrawals for construction activities (for example, for concrete preparation and dust control);
- temporarily increasing discharges of wastewater or sanitary water; and increasing the short-term potential for runoff or spillage of fertilizers, pesticides, and
- other hazardous materials used in site preparation, construction, and post-construction revegetation.

In general, impacts from construction activities associated with reasonably foreseeable future actions would be similar to impacts from construction of the proposed MATL transmission line (Section 3.5.3).

These construction activities, when combined with the potential adverse impacts from the proposed Project and the effects of other present and past actions in the analysis area, could cumulatively increase sediment and other pollutants in water resources and potentially affect the quantity and quality of available water resources, cumulatively increasing the possibility of impairment of one or more beneficial uses. However, because most actions would be separated in time or space and because mitigation measures would be employed to reduce the potential for sedimentation and contaminant discharge, these adverse cumulative impacts are likely to be minor and short term.

Reasonably foreseeable future actions that could have long-term effects on stream flows and water quality in the region include potential expansion of irrigated agriculture and the operation of the Highwood Generating Station and the Great Falls Energy Center. The Highwood Generating Station would require 5,175 acre-feet of water per year (USDA Rural Utilities Service and DEQ 2007) for operation and the proposed Great Falls Energy Center would require about 875 acre-feet per year (Ecke 2007). In both cases, about 80% of the water demand would be used consumptively, while the remaining water would be discharged as wastewater to the Great Falls wastewater treatment plant. Estimates of water consumption by potential future irrigation are not available. There is little potential for cumulative long-term impacts with the proposed Project because operation of the MATL transmission line would have negligible water requirements and would not discharge wastewater or contaminated stormwater.

Few potential cumulative adverse impacts to water resources were identified from future operation of wind farms and none were identified for future upgrades of electric transmission lines. Wind farm operations would have minimal impact on water quantity and quality, and future upgrades of electric transmission lines (including the proposed MATL line) would not affect water resources because there would be minimal requirements for water use or wastewater discharge, and storm water controls would be required during construction.

4.7 Cumulative Impacts on Wetlands and Floodplains

Past, present, and reasonably foreseeable future actions identified in Sections 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts on wetlands and floodplains.

Past and present actions (e.g., farming, road construction) have disturbed many wetlands in the area through plowing or construction activities that destroyed them or that contributed soil erosion or soil disturbance that impacted them indirectly. Ongoing activities (e.g., use of pesticides or fertilizers in farming) have also impacted wetlands in the area.

Wind farm construction and construction associated with other projects identified as reasonably foreseeable future actions (Section 4.1.3) might result in cumulative impacts on wetlands and floodplains. During construction, access roads and transmission lines might cross wetlands and floodplains. As a result, the wetland and aquatic biota could be affected if construction of stream crossings for access routes or the location of a transmission line support tower in a wetland or floodplain is unavoidable.

Construction in wetlands, floodplains, or other aquatic habitats would in most cases require proper permits and review by local conservation districts, DEQ, FWP, and possibly the Corps of Engineers. As part of the permitting process, any such projects (e.g., wind farms) would be developed with mitigating measures to reduce disturbance to the wetlands or floodplains. Upgrading capacity on the MATL line or other transmission lines would not be expected to contribute cumulative effects to wetlands or floodplains, as there would be little, if any, construction as part of the upgrade and, thus, no impacts.

Thus, with successful implementation of mitigation measures, adverse cumulative impacts to wetlands and floodplains are likely to be minor, indirect, and short term.

4.8 Cumulative Impacts on Vegetation

Past, present, and reasonably foreseeable future actions described in Sections 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts on vegetation.

Vegetation in the area can be directly affected by projects that remove it during construction and indirectly affected by projects that cause soil erosion or other soil disturbance.

Most of the native vegetation communities in the vicinity of the proposed MATL transmission line have been converted to farmland. In some areas where native vegetation is still present, it is subject to grazing pressure. Grazing may change community structure and composition and provide disturbed areas for weedy species establishment. Past development of facilities such as pipelines, oil wells, transmission lines, and access roads has also reduced native vegetation communities.

Vegetation communities would likely be disturbed, fragmented, or reduced by projects such as the Highwood Generating Station and as the reasonably foreseeable future development of wind farms and irrigation systems occurs in the region. Upgrading the capacity of the MATL transmission line would not, however, contribute cumulative effects on vegetation as it would not involve significant construction activities.

During construction of reasonably foreseeable future actions, plant communities would be destroyed on portions of the project sites. Impacts on vegetation communities could also occur from soil compaction, loss of topsoil, and removal of or reductions in the seed bank. Clearing of trees may also be required. Short-term disturbance for construction of wind farms (including turbines, access roads, other support facilities) would total about 2.15 acres per turbine and represent no more than about 5 to 10 percent of the wind farm site (Section 4.1.3). Over the long term, wind farm development would modify land use (thus affecting vegetation) of about 0.5 acres of land per turbine. Careful siting of wind turbines and support facilities could reduce removal of and other impacts to vegetation.

During very dry periods dust from construction may be relatively high at sites of future development and might affect vegetation immediately surrounding the project area. Dust cover on leaves has been shown to increase leaf temperature, which is one of the major parameters controlling photosynthesis (Eller 1977; Hirano et al. 1995), increase water loss (Ricks and Williams 1974; Eveling and Bataille 1984), and decrease carbon dioxide (CO_2) uptake (Thompson et al. 1984; Hirano et al. 1995). Dust coating on leaves may also reduce photosynthesis through shading (Hirano et al. 1995; Thompson et al. 1984) and may physically remove cuticular wax, which may lead to increased water loss and wilting (Eveling and Bataille 1984). Implementation of mitigation measures to control dust could ensure that impacts from dust during construction are short term and localized to the immediate area.

Hazardous materials or wastes (such as waste paints and degreasing agents) may be generated during construction and operation of reasonably foreseeable future actions. Accidental spills or releases of fuel, hazardous materials, and pesticides could adversely impact vegetation on site or could migrate off site and affect vegetation in surrounding areas. After clean up of accidental spills or releases, reestablishment of vegetation might be delayed due to residual soil contamination. Implementation of hazardous materials handling and refueling protection requirements should limit the level of such spills or releases and their impact on vegetation.

Unauthorized off-highway vehicle use, illegal dumping, and illegal collection of plants (PBS&J 2002) could disturb vegetation. Visitors and off-highway vehicles may crush or trample vegetation or destroy roots and other below ground plant structures (Payne et al. 1983; Cole 1995; Douglass et al. 1999). Increased human activity also can increase the potential for fires that may allow invasive species to invade native plant communities and become the dominant species.

With implementation of reclamation and mitigation practices (e.g., weed control programs), cumulative impacts to native vegetation could be minor.

4.9 Cumulative Impacts on Wildlife

Past, present, and reasonably foreseeable future actions described in Sections 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts on wildlife. Public comments received on the March 2007 document identified a specific concern regarding the impacts on wildlife from future development of wind farms.

Past activities have affected wildlife within the analysis area through loss of native grassland habitat due to agricultural development, loss of wetland habitat due to drainage or conversion for agriculture, and minor loss in habitat and disturbance related to oil and gas development and construction of associated pipelines and transmission lines. These activities have resulted in displacement of individual animals due primarily to habitat loss; however, many wildlife species have adapted to habitat changes and, thus, have not been negatively affected at the population level. Wildlife species that have experienced the greatest impacts from past activities are those that are dependent on native grassland habitats, such as certain birds that have experienced a loss of their grassland nesting habitat.

Agriculture is currently the predominant land use within the analysis area. Since much of the area has already been converted to such use, conversion of grassland and wetland areas to agriculture no longer occurs at a high rate. Thus, land use within the region is relatively stable, and current land use practices do not generally further negatively affect wildlife.

Wildlife in the area could be affected by reasonably foreseeable future actions including the Highwood Generating Station, Great Falls Energy Center, wind farms, and new transmission lines. Upgrading the capacity of the MATL transmission line would not contribute cumulative effects to wildlife as it would not involve significant construction activities that would reduce habitat or operational changes that would impact animal behavior.

Construction of reasonably foreseeable future actions could cause the direct injury or death of animals that are not mobile enough to avoid construction operations (e.g., reptiles, small mammals, young), that use burrows (e.g., ground squirrels, burrowing owls), or that are defending nest sites (e.g., ground-nesting birds). More mobile animals, such as deer and adult birds, would move out of the area. It is assumed, however, that adjacent habitats are at carrying capacity and could not support additional biota from the construction areas. Thus, the subsequent competition for resources in adjacent habitats would likely preclude the incorporation of the displaced individuals into the resident populations. Construction could also affect wildlife by disturbing normal behavioral activities such as foraging, mating, and nesting.

Reasonably foreseeable future actions that developed new permanent facilities could result in some permanent change in existing wildlife habitat. Habitat may be reduced, altered, or fragmented, which could affect the diversity and abundance of area wildlife. Revegetation could, however, return some areas disturbed during construction to a habitat that could again support wildlife. The amount of habitat that would be permanently disturbed would, in general, be limited to the area of the footprint of the project. Birds, however, might avoid the area near transmission lines. For example, bird densities along a transmission line right-of-way in Oregon that exhibited noise levels of approximately 50 dB(A) were reported to be reduced up to 25 percent (Lee and Griffith 1978).

Wildlife may also be affected if a facility interferes with migratory movements. While migrating birds and bats are normally expected to fly around most individual buildings and continue their migratory movement (except for potential encounters with wind turbines or wire strikes as discussed below), the presence of a facility could disrupt movements of terrestrial wildlife. For example, herd animals, such as deer and pronghorn antelope, could be affected if facilities are placed along migration paths between winter and summer ranges or in fawning areas (NWCC 2002).

In addition to the impacts discussed above, operation of reasonably foreseeable future facilities such as the Highwood Generating Station could result in long-term increase in mortality of terrestrial mammals due to rail strikes and increased traffic on access roads. There is also some potential for increased mortality to birds and bats from encounters with wind turbines, as discussed below, and some bird mortality from wire strikes would be expected where the proposed transmission line associated with the Highwood Generating Station would cross the Missouri River.

Habitat available for birds could be reduced or modified in wind farms. Both decreases and increases in bird population densities have been reported at wind farms in different areas. In southwestern Minnesota, lower bird population densities were reported in areas that were within 262 feet of the turbines than in control areas and areas that were 591 feet away from turbines (Leddy et al. 1999). A grassland bird displacement study at the Judith Gap Energy Center in Wheatland County, Montana, however, found that construction of the wind farm did not negatively impact numbers of breeding grassland birds (TRC 2008). Point counts performed before and after construction of that facility showed a 54% increase in number of birds detected in the vicinity of the turbines compared to a 20% increase in control plots with no turbines. Operation of wind farms could also impact birds through collisions (as discussed below).

The cumulative impact of habitat loss as described above could affect some wildlife, particularly grassland-dependent birds, but it would not likely reduce the viability of wildlife populations within the region, as structures would reduce habitat by a relatively small amount and would not likely consume critical habitats such as large expanses of grasslands or riparian areas.

Collision Hazards for Birds and Bats

Wind turbines, meteorological towers and associated guy wires, and overhead distribution lines represent a potential collision hazard to birds and bats.

The number of turbines associated with a wind project has been identified as the major variable associated with potential avian mortality (EFSEC 2003). Erickson et al. (2001) projected a total of 33,000 bird fatalities per year from the estimated 15,000 operating wind turbines (by the end of 2001) in the United States, an average of 2.2 avian fatalities per turbine per year for all species combined. **Table 4.9-1** summarizes reported avian fatality rates at a number of wind energy projects. Local conditions heavily influence mortality at any site; the number of bird fatalities per turbine per year in individual studies ranged from none (at Searsburg, Vermont, and Algona, Iowa) to 7.3 (at Buffalo Mountain Phase I, Tennessee).

Judith Gap Energy Center, located in Wheatland County, Montana, was completed in October 2005. Surveys for the 90-turbine wind energy project were completed during the fall 2006 and spring 2007 migration periods (TRC 2008). Estimated turbine-related fatalities at this wind farm during the study period were 406 birds (4.52/turbine). The results of this study suggest that avian fatality rates at this wind farm are similar to fatality rates at other wind plants around the U.S.

Based on data collected outside California, the expected avian mortality at wind farms would range from 0 to 4.52 birds per turbine per year. For wind turbines potentially built by developers with contracted capacity on the proposed MATL transmission line (400 to 533 turbines), this would equate to approximately 720 to 960 bird fatalities per year. For other reasonably foreseeable wind farms in the area (about 500 MW generation capacity derived from an estimated 252 to 335 wind turbines), this would equate to an additional 454 to 603 bird fatalities per year.

Fatalities of raptors are of special concern because of their generally low numbers and protected status. Raptor mortality estimates based on data collected from the various wind farms in the United States indicate an average of 0.033 fatalities per turbine per year (Erickson et al. 2001). Except at the Altamont Pass in California, the number of raptors killed at any facility is small (**Table 4.9-1**; NWCC 2002). Some California wind farm sites have unusually high raptor fatalities due to topography, high raptor densities, and possibly older turbine technology (Kingsley and Whittam 2003). Excluding California, raptor fatalities were estimated at 0.006 per turbine per year (Erickson et al. 2001).

Table 3.8-4 lists the raptors observed in the Kevin Rim Area in Toole County. Also, as indicated in Section 3.8.2.2, raptors have been observed during field investigations for the proposed MATL line. Based on the estimated total U.S. average raptor fatalities of 0.033 per turbine per year (Erickson et al. 2001), 13 to 18 annual raptor fatalities would be projected for the 400 to 533 operational turbines in the wind farms with contracted capacity on the proposed MATL line and 8 to 11 raptor fatalities would be projected for other wind farms that might be developed in the area. Excluding values of average raptor fatalities in California (Erickson et al. 2001), raptor fatalities would be estimated at 2 to 3 annually for the turbines potentially associated with the proposed MATL line and 1 to 2 annually for other wind farms that might be developed in the area.

Of the 15 bat species reported in Montana, 8 are likely to occur in the project study area (**Table 3.8-2**). **Table 4.9-2** summarizes data on bat fatalities observed at wind farms. Wildlife surveys at the Judith Gap Energy Center Project in Wheatland County, Montana, during the fall 2006 and spring 2007 migration periods (TRC 2008) estimated turbine-related fatalities of 1,206 bats (13.40/turbine). These results suggest that estimated fatality rates for bats are higher than observed in other studies in the western U.S. Based on the range of fatalities indicated in Table 4.9-2 for wind farms in non-forested areas (i.e., not including Buffalo Mountain in east Tennessee) (0.07 to 13.4 per turbine per year), the 400 to 533 turbines in the wind farms with contracted capacity on the proposed MATL line could cause estimated bat mortalities of 28 to 7,142 per year. In addition, other wind farms that might be developed in the area could cause estimated bat mortalities of 18 to 4,550 annually.

The cumulative impact from collisions from reasonably foreseeable future actions when added to those of the proposed MATL transmission line and past and current activities could cause a small reduction in population size for birds and bats. These impacts may, however, be reduced by employing careful siting practices and other mitigation measures.

TABLE 4.9-1 AVIAN FATALITY RATES OBSERVED AT SOME WIND ENERGY PROJECTS						
Wind Farm	**State**	**No. of Turbines**	**Bird Fatalities per Turbine per Yr**[b]	**Bird Fatalities per 100,000 m^2 of RSA per Yr**[b]	**Raptor Fatalities per Turbine per Yr**[b]	**Raptor Fatalities per 100,000 m^2 of RSA per Yr**[b]
Altamont Pass	CA	5,400 (in 2001), 7,340 (in early 1990s)	0.33 to 0.87, 0.05 to 0.1, 0.19	NA	0.16 to 0.24, 0.007 to 0.1 0.048, 0.1	9.0 to 22.0 1.0 to 2.0[c]
Buffalo Mountain Phase 1	TN	3	7.3	NA	0.0	NA
Buffalo Mountain Phase 2	TN	15	1.8	NA	0.0	NA
Buffalo Ridge (all phases)	MN	354	2.8	161.0	NA	NA
Buffalo Ridge Phase I	MN	73	0.33 to 0.66, 0.98	NA	0.01	NA
Buffalo Ridge Phase 2	MN	143	2.27	NA	0.0	NA
Buffalo Ridge Phase 3	MN	138	4.45	NA	0.0	NA
Foote Creek Rim	WY	69	1.5, 1.75	108.0	0.03, 0.036	3.0, 0,3[c]
Green Mountain (Searsburg)	VT	11	0.0	0.0	0.0	0.0
IDWGP (Algona)	IA	3	0.0	0.0	0.0	0.0
Judith Gap	MT	90	4.52	NA	0.14	NA
Klondike	OR	16	1.42	NA	0.0	NA
Montezuma Hills	CA	600	NA	NA	0.48	NA
Mountaineer Wind Energy Center	WV	44	4.04	NA	0.33	NA
Nine Canyon Wind Energy Project	WA	37	3.59	119.8	0.08	2.6
Princeton	MA	8	0.0	0.0	0.0	0.0
San Gorgonio	CA	2,900	2.31	NA	0.01	NA
Somerset County	PA	8	0.0	0.0	0.0	0.0
Stateline	OR/WA	454	1.7	96,6	0.05	NA
Vansycle	OR	38	0.63	38.0	0.0	0.0
Wisconsin	WI	31	2.83	73.3	0.02	NA

Abbreviations: IDWGP = Iowa Distributed Wind Generation Project; NA = not applicable (not calculated or appropriate); RSA = rotor-swept area.

[b] Multiple values are included if there were results from more than one study.

[c] Golden eagles only.

Sources: BLM (2005b); Curry and Kerlinger (2004a,b); Erickson et al. (2001, 2002, 2003a,b); Fiedler et al. (2007); Johnson et al. (2002, 2003a); Kerns and Kerlinger (2004); Osborn et al. (2000); Smallwood and Thelander 2004; Strickland et al., (200la,b); Thelander and Rugge (2001); TRC (2008); Young et al. (2003a).

TABLE 4.9-2 BAT FATALITY RATES OBSERVED AT WIND ENERGY PROJECTS				
Wind Resource Area	**State**	**No. of Turbines**	**Estimated No. of Bat Fatalities per Turbine per Year[a]**	**Estimated No. of Bat Fatalities per 100,000 m^2 of RSA[b] per Year**
Buffalo Mountain Phase 1	TN	3	20.8	NAc
Buffalo Mountain Phase 2	TN	15	63.9	NA
Buffalo Ridge	MN	354	2.3	164.0
Buffalo Ridge Phase 1	MN	73	0.07, 0.26, 2.02	NA
Buffalo Ridge Phase 2	MN	143	1.78, 2.02	NA
Buffalo Ridge Phase 3	MN	138	2.04, 2.32	NA
Foote Creek Rim	WY	69	1.04, 1.34	97.0
Judith Gap	MT	90	13.4	NA
Klondike	OR	16		33.3
Nine Canyon	WA	37	3.21	106.6
Stateline	OR/ WA	454	0.95	53.3
Vansycle	OR	38	0.74	45.0
Wisconsin	WI	31	1.1	246.4

a Multiple values were included if there were results from more than one study.

b RSA — rotor-swept area.

c NA = not applicable (not calculated or appropriate).

Sources: BLM (2005b); Erickson et al. (2002, 2003a,b); Fiedler et al (2007); Johnson et al. (2003a); Strickland et al. (2001a,b); TRC (2008); Young et al. (2003a,b).

4.10 Cumulative Impacts on Fish

Cumulative impacts that adversely affect water resources, as discussed in Section 4.6, could result in adverse effects to fish and fish habitats in the project area. The potential for impacts to fish and their habitats could be reduced by avoidance of fish-bearing streams during construction and other mitigation measures, as discussed in Section 3.9.3.

4.11 Cumulative Impacts on Special Status Species

Past, present, and reasonably foreseeable future actions described in Section 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts on special status species (i.e., federally listed threatened, endangered, and candidate species; BLM sensitive species; and species identified by Montana as vulnerable or imperiled).

Present and past activities throughout the analysis area are very similar, with agriculture as the predominant land use. Impacts to special status species within the analysis area from such activities are similar to the effects described in Sections 4.8 and 4.9 on cumulative impacts on vegetation and wildlife. The special status species that have experienced the greatest impacts are those that are dependent on native grassland habitats, such as black-footed ferrets, ferruginous hawks, peregrine falcons, black-tailed prairie dogs, Baird's sparrow, burrowing owls, and long-billed curlews.

Impacts to special status species within the analysis area from reasonably foreseeable future actions including the Highwood Generating Station, Great Falls Energy Center, wind farms, and new transmission lines would be similar to the effects described in Sections 4.8 and 4.9 on cumulative impacts on vegetation and wildlife. That is, construction could cause the direct injury or death to special status species and reduce available habitat, while operation could impact birds from collisions with wind turbines and wire strikes where the proposed transmission line associated with the Highwood Generating Station would cross the Missouri River.

The cumulative impacts of habitat loss would not likely reduce the viability of special status species populations within the region, as structures would reduce habitat by a relatively small amount and would not likely consume critical habitats, such as large expanses of grasslands or riparian areas. Most of these impacts could be reduced with sound siting practices and other mitigation measures. In addition, some projects would likely need to comply with ESA or state of Montana requirements to protect special status species, which would reduce the potential for adverse cumulative impacts.

4.12 Cumulative Impacts on Air Quality

Past, present, and reasonably foreseeable future actions identified in Section 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts on air quality.

Past and present actions with potential air quality impacts include: petroleum refining, crude oil pump and natural gas compressor stations, petroleum product terminals, coal-fired electrical generating plants, concrete mix plants, asphalt mix plants, crematoriums, gravel crushers and associated processing equipment, fugitive dust and smoke from farming and field and forest burning, and dust from gravel roads or during construction. For emission sources such as construction activities, burning, and road dust, the effects are temporary.

Air quality in the area would be affected by the reasonably foreseeable future construction and operation of projects such as the coal-fired Highwood Generating Station and the natural gas-fired Great Falls Energy Center. Other than during construction or maintenance activities, wind farms would not be expected to have air quality impacts. Impacts of construction for transmission line upgrades and wind farms would be similar to impacts of the proposed action. Cumulative impacts would not be expected, however, unless different nearby projects are being built at the same time.

The EIS for the Highwood Generating Station included an analysis of the combined air quality impacts from operation of the proposed Highwood Generating Station and other emission sources in the region (including background concentrations plus emissions from a petroleum refinery, ethanol plant, malting plant, and other sources). Modeling results indicated that all ambient air pollutant concentrations would continue to be well below applicable state and Federal ambient air quality standards (USDA Rural Utilities Service and DEQ 2007). Regulation of operational air emissions under the Clean Air Act and related state regulations through permits issued by DEQ helps to minimize air quality impacts. Furthermore, because of differences in timing, few impacts would be cumulative with air quality impacts of the proposed Project.

Greenhouse Gas Emissions

Many human activities emit carbon dioxide (CO_2) and other "greenhouse" gases, such as methane and nitrous oxide, contributing to increasing concentrations of these gases in the atmosphere. Emissions of CO_2 from fossil fuel combustion are a major contributor of greenhouse gases, totaling 29 billion tons per year globally during the period 2000 to 2005 (IPCC 2007).

Past and present activities in the study area contribute greenhouse gases to the atmosphere. The Montana Climate Change Advisory Committee has estimated that greenhouse gases with global warming potential equivalent to 41 million tons of CO_2 were emitted in Montana in 2005 (Montana Climate Change Advisory Committee 2007). Fossil fuel consumption accounted for 62 percent of Montana greenhouse gas emissions, agriculture accounted for 21 percent, and production of fossil fuels accounted for 14 percent.

As discussed in Section 3.11, the proposed Project would emit very small amounts of greenhouse gases, principally from vehicle and equipment operation during transmission line construction. However, generation of electricity by potential wind farms with contracted capacity on the proposed MATL transmission line could help to reduce emissions of greenhouse gases by avoiding the need to generate equal amounts of electricity from fossil fuels. Conversely, two of the other reasonably foreseeable actions identified in the region would be contributors to greenhouse gas emissions. Operation of the coal-fired power plant at the Highwood Generating Station would release an estimated 2,380,000 tons/year of CO_2 plus methane and nitrous oxide with global warming potential equivalent to 669,000 tons/year of CO_2 (USDA Rural Development and Montana Department of Environmental Quality 2007), adding up to about 7 percent of Montana's total release of greenhouse gases in 2005. Detailed estimates are not available for the Great Falls Energy Center proposal; however, based on its generating capacity, the gas-fueled generator at that facility also would add to cumulative greenhouse gas emissions from the region by emitting over 1 million tons per year of CO_2.

4.13 Cumulative Noise Impacts

Past, present, and reasonably foreseeable future actions identified in Section 4.1.2 and 4.1.3 were reviewed for potential cumulative noise impacts.

Reasonably foreseeable future actions could result in cumulative noise effects from construction if construction of projects such as wind farms and the Highwood Generating Station occurred simultaneously with construction of the proposed Project. Cumulative impacts from wind turbine and transmission line noise during operation would depend on proximity to residences.

Construction would generally be during the day, when noise is tolerated better because of the masking effect of background noise. Nighttime noise levels probably would drop to the background levels of the project area. Noise levels for typical construction equipment that would likely be used are about in the 80 to 90 dB(A) range at a distance of 50 feet, as shown in Section 3.12.3. Blasting may be required for installation of wind turbine foundations. If blasting is needed, it is anticipated that most foundations would require one to two blasts.

Transformers and switchgears from substations, corona noise from transmission lines, noise from generation facilities, and vehicular traffic noise are sources that would contribute cumulative effects in the MATL project study area. Wind blowing through power lines may also cause noise. Operating wind turbines produce mechanical and aerodynamic noise. The highest sound levels from wind turbines typically occur in frequency ranges that are inaudible to humans because they are below the threshold of human hearing. However, under certain conditions, turbines can produce audible noise loud enough that nearby humans would experience it as a doubling of background noise (Rogers et al. 2006). The level and character of noise produced varies depending on turbine design. Sound levels decline significantly with increasing distance from the source, and noise levels would depend on the observer's location.

4.14 Cumulative Socioeconomic and Environmental Justice Impacts

Socioeconomic conditions in the region would be affected by projects that contribute to the economy, increase employment (temporarily or permanently), increase the demand for public services, or change tax revenue. A review indicated that reasonably foreseeable future actions that could produce these types of effects include construction and operation of a potential MATL transmission line, wind farms, and other energy generation facilities. Therefore, these activities have been included in the cumulative effects analysis for socioeconomics and environmental justice.

The Highwood Generating Station would contribute economic activity to the local and regional area. Plant operation would employ approximately 65 permanent workers (USDA Rural Utilities Service and DEQ 2007). Additionally, there would be increases in total purchases of goods and services, and an increase in the tax base.

Case studies of three wind generation projects elsewhere in the nation indicate that economic benefits may vary widely from project to project (Northwest Economic Associates 2003). For instance, the construction phase of a wind generation project may generate up to 100 jobs, while the operation and maintenance phase may provide between 6 and 31 permanent jobs and between $103,000 and nearly $1 million in additional annual personal income. Wind projects also provide additional landowner revenue in the form of lease payments. Assuming that these types of projects cause little or no increase in government or school budgets, tax payments made by project owners may have the additional benefit of reducing the local tax burden for tax payers (Northwest Economic Associates 2003).

Economic effects of wind generation were estimated for several different levels of wind generation activity. For this cumulative impacts assessment, it is assumed that 600 to 800 MW of wind generation capacity would eventually be built to use transmission capacity of the proposed MATL transmission line. Additionally, to be conservative, the estimated economic effects from 600 MW of wind power are cut in half (which would be the same as the economic activity from 300 MW of wind power) to provide a lower bound number for the economic activity caused by future wind farms in the study area. Finally, because another 500 MW of wind power are in queues for interconnection to transmission lines operated by NorthWestern and WAPA, 1,300 MW of wind generation is treated as an upper bound (800 MW plus 500 MW).

Flowers and Tegen (NREL 2007) used a Jobs and Economic Development Impacts analysis to estimate economic impacts that may occur in the study area as a result of 600 MW of wind farms. They assumed that the 600 MW would be made up of six different projects of about 100 to 120 MW each.

Table 4.14-1 summarizes the economic effects of 300 MW, 600 MW, 800 MW and 1,300 MW of new wind generation based on the Flowers and Tegen study. The results from their study are used to proportionally estimate the economic impact of 300, 800, and 1,300 MW of wind power.

TABLE 4.14-1
SUMMARY OF ESTIMATED ECONOMIC EFFECTS OF DIFFERENT LEVELS OF WIND GENERATION IN THE STUDY AREA

Amount of Wind Generation	Construction Jobs (Short Term)	Permanent Jobs over Lifetime of Wind Farms	Construction Earnings to Montana Workers	Annual Earnings from Wind Farm Operation	Annual County Revenue ($ Millions)	Payments to Local Land-Owners ($ Millions)
300 MW	530	25-30	$20,000,000	$2,300,000	2.3 to 3.0	1.0
600 MW	1,060	50-60	$40,000,000	$4,500,000	5.5 to 6.0	2.0
800 MW	1,400	Up to 80	$53,000,000	$6,000,000	Up to 8.0	2.7
1,300 MW	2,300	Up to 130	$87,000,000	$9,750,000	Up to 13.0	4.4

Note: 1,300 MW would impose larger costs on the local area in terms of demand for services, change in the character of the area, and change in land use.

Assuming a 1-2 year construction period, Montanans would earn $20-$53 million total for the construction of 300 to 800 MW of wind power. Again, the 600 MW numbers taken directly from the NREL study are cut in half to arrive at the conservative lower numbers in these economic ranges.

Over 20 years of operation of this wind energy development, and excluding the 1,300 MW scenario, Montanans would earn approximately $2.3-$6.0 million annually from plant operations and maintenance expenditures on all projects. The wind projects would generate another $2.3-$8.0 million per year in county revenue from property taxes along with another $1.0-$2.7 million per year in payments to local landowners who have turbines on their land (or about $5,000 per turbine), bringing the annual operational total economic benefit from wind farms in the area to about $6-$16 million in Montana. Total property taxes paid by wind farm owners would be about $9,000 per MW per year.

The wind developments would provide jobs to both in-state and out-of-state construction workers, as well as jobs related to local purchases of goods and services (such as cement suppliers, rebar suppliers, etc.). The construction phase would support about 530 to 1,400 direct jobs for Montanans during a 1- to 2-year period, with additional jobs going to out-of-state workers.

The potential for wind energy development projects to decrease residential property values has often been a concern in the vicinity of locations selected for wind power. Although wind farms could lower property values, a review of three studies that examined potential property value impacts of wind power facilities suggests that there would not be any measurable negative impacts (ECONorthwest 2002, Sterzinger et al. 2003, and Poletti and Associates 2007). However, these studies did not exclusively cover rural and agricultural lands. Thus, it is possible that wind farms could have an adverse effect on farm land values.

Additional socioeconomic impacts resulting from new energy generation projects enabled by the existence of the proposed MATL line would be similar to those described in Section 3.13.3 for the proposed MATL line. For example, each new project would have beneficial impacts to local economies due to the presence of construction and operation workers moving to the region and each project's potential utilization of local labor pools. These benefits would increase local employment opportunities and increase local economic transactions as these workers and their families draw upon service and commodity providers. Each new project would also create new facilities subject to state and local taxation, thus further increasing each county's tax revenue. Benefits may also be realized to the rate payer due to increased competition and new energy supplies that may become available as new wind farms come on-line. However, each new generation project would also require land commitments that could remove a small amount of land from production. The lease payments for wind sites are considered to be higher than the value of the land removed from crop and cattle production. Thus, wind farms also would provide a new revenue stream to landowners.

Overall, additional development of wind energy generation projects and transmission capability would add employment to the area, which could increase demand for public services (schools, fire, police, etc.), add tax revenue, and increase need for goods locally and regionally. There may be a demand for additional housing associated with the increased employment, but it is anticipated that the existing housing supply could accommodate the additional workers and their families. Some local residents may be against wind farms, and thus experience costs such as stress and local divisions on where to locate wind turbines.

Cumulative Impacts on Environmental Justice

As discussed in Section 3.13.3.4, the proposed Project would not contribute to impacts that would cause a disproportionately high and adverse impact on minority or low-income populations compared to populations in the surrounding communities, the state of Montana, or the United States. Future activities by other entities could make such a contribution depending on the nature, location and size of the activities, but construction and operation of the proposed MATL transmission line would not make a significant contribution to such cumulative impacts.

4.15 Cumulative Impacts on Paleontological and Cultural Resources

Past, present, and reasonably foreseeable future actions identified in Sections 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts on paleontological and cultural resources. Paleontological and cultural resources in the area would be affected by projects that connect to the MATL transmission line (including wind farms), enter the Great Fall 230-kV Switchyard (new transmission lines and upgrades), and other development actions that cause additional ground disturbance. Therefore, these activities have been included in the cumulative effects analysis for paleontological and cultural resources.

The review indicated that upgrading the MATL transmission line would not contribute cumulative effects on paleontological and cultural resources.

Paleontological Resources

Past and present actions including historic settlements, farming, roads, railroads, canals, transmission lines, telephone and fiber optic lines, and urban-related development have contributed to cumulative impacts to paleontological resources throughout all environmental settings in the area of the proposed MATL line.

Paleontological resources are generally identified on a project-specific basis. If there is a strong potential for fossil remains to be present in a project area, a survey could be conducted. The following describes the potential cumulative impacts to paleontological resources if they are present at a project site (e.g., a wind farm).

Impacts to paleontological resources could potentially occur from ground-disturbing activities and unauthorized collection of fossils during site monitoring, testing, construction, and operation. The level of impacts would be proportional to the scale of the project. If clearing, grading, excavation, and road construction are very limited, the impacts would also be limited. If more extensive excavation or road construction is needed during construction, more extensive impacts are possible. Impacts during operation would normally be less than those during construction.

Erosion caused by traffic and ground clearing could potentially affect fossils. Fossils could also be affected in small localized areas (e.g., in borings for geotechnical surveys, where guy wires are installed). Finally, the collection of fossils would be another possible impact. Although many of the activities (e.g., during the monitoring and testing phases) are characterized as temporary actions, paleontological resources are nonrenewable, and once impacted (i.e., removed or damaged) can not normally be recovered or recreated in the appropriate context for scientific analysis.

Cultural Resources and Traditional Cultural Properties

An unknown number of prehistoric cultural resources or traditional cultural properties important to area tribes have already been destroyed in the study area by past and present actions including historic settlement, farming, roads, railroads, canals, transmission lines, and telephone and fiber optic lines. While the construction of the MATL project could be designed to avoid impacts to prehistoric and historic properties, impacts from reasonably foreseeable non-linear projects, such as the Highwood Generating Station and the Great Falls Energy Center, may be more difficult to avoid.

Field review of portions of the MATL Project study area for traditional cultural properties indicates a concern for further impacts to a tipi ring site (24PN24), which is considered to be a traditional cultural property by members of the Blackfeet Tribe (Section 3.14.3). The property is located along a segment of the proposed Project that is common to both Alternatives 2 and 3. The site is currently crossed by two pipelines and a transmission line. Therefore, construction of the MATL Project across the property would add to past impacts.

The construction phase of reasonably foreseeable future actions (e.g., additional transmission lines, irrigation, energy generation facilities) could uncover or destroy cultural resources. If the resources are uncovered but not destroyed, the discoveries could be beneficial to professional archaeologists. Otherwise, Federal and state legislation are designed to minimize the potential for impacts to the extent possible when there is Federal or state involvement in a proposed project. To minimize adverse effects, cultural resources should be fully evaluated for NRHP eligibility prior to construction. In addition, an unanticipated discoveries plan for cultural resources should be prepared prior to construction.

4.16 Cumulative Visual Resource Impacts

Past, present, and reasonably foreseeable future actions identified in Section 4.1.2 and 4.1.3 were reviewed for potential cumulative impacts on visual quality. Visual quality in the area would be affected by projects that connect to the proposed MATL transmission line (including wind farms), enter the Great Falls 230-kV Switchyard (e.g., new transmission lines and upgrades), or are visible from the alignment. Public comment had identified a public concern regarding the impacts on visual quality from wind farm development between Great Falls and the Canadian border. These activities have been included in the cumulative effects analysis for visual impacts.

All action alternatives, when combined with past and present actions and reasonably foreseeable future actions (e.g., rebuilding the WAPA Havre to Rainbow transmission line) would increase the developed character of the regional landscape for the long term. In particular, the Highwood Generating Station would result in major adverse aesthetic impacts and contribute to cumulative impacts to the Great Falls Portage National Historic Landmark (USDA Rural Utilities Service and DEQ 2007). Construction of other new generation projects, such as the Great Falls Energy Center north of Great Falls, would contribute to a more developed and industrial character in the area. The proposed center's 92-foot tall stack and 300-foot long building housing the gas turbines would be visible in foreground views from Highway 87.

During construction of reasonably foreseeable future actions, road development (i.e., new roads or expansion of existing roads) may introduce strong visual contrasts in the landscape. Small-vehicle traffic for worker access and large-equipment (e.g., trucks, graders, excavators, and cranes) traffic for road construction, site preparation, and construction would be conspicuous and frequent. Both would produce visible activity and dust in dry soils. If these roads are not removed after construction is complete, they would continue to contribute to the cumulative impact on visual resources.

Ground disturbance would result in visual impacts, including contrasts of color, form, texture, and line. Excavating, trenching, grading and surfacing roads and clearing, leveling, and stockpiling soil and spoils would create dust, expose slope faces, and damage vegetation.

Figure 4.16-1. Two 1.5 MW turbines with passing crane truck and Crazy Mountains in the background.

Wind Farms

Wind generation facilities would be highly visible because of the introduction of turbines into typically rural or natural landscapes with few other comparable structures. Wind turbines may have visually incongruous "industrial" associations for some, particularly in a predominantly natural landscape. Visual evidence of wind turbines is difficult to avoid or conceal due to turbine size and exposed location. In addition, the temporary presence during construction of large cranes or a self-erection apparatus to construct wind farms would introduce contrasting elements to the landscape.

Figures 4.16-1 through **4.16-3** show the Judith Gap Energy Center wind farm. This 135-MW facility is located in central Montana between Harlowton and Judith Gap, adjacent to US Highway 191. Photos were taken in June 2007 from viewpoints within the wind farm.

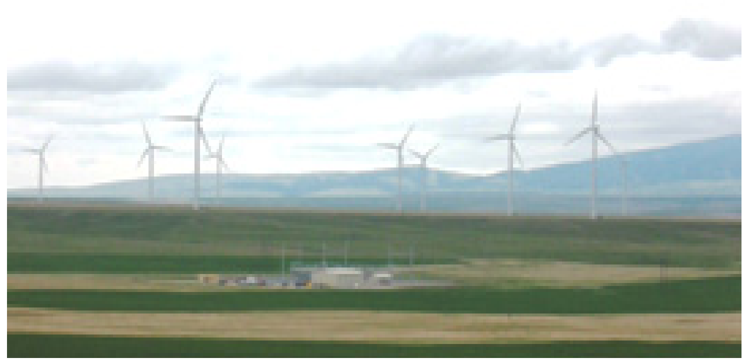

Figure 4.16-3. Judith Gap operations and control facility with foothills of Big Snowy Mountains in the background.

Studies performed in the United Kingdom suggest a large area of visual influence for wind farms. Sinclair (2001)

Figure 4.16-2. Turbines on west side of US Highway 191 with Little Belt Mountains in background.

provides a basis for determining the potential visual impacts and area of study for wind farms. The Sinclair-Thomas matrix based on numerous field observations of operating wind farms in the United Kingdom, identifies bands of visual influence surrounding wind farms. Sinclair suggests that bands or zones of visual influence having dominant to low visual impact can surround a wind farm for up to 15 miles.

For the Valley County Wind Energy Project (Wind Hunter 2004) with 1.5 MW turbines, the Sinclair-Thomas matrix was adapted to determine zones of visual influence that extended 18 miles from the proposed wind farm. Five levels of visual influence were assigned for potential impact levels:

Proximate (0 – 1.5 miles)
High (1.5 – 4.0 miles)
Moderate (4.0 – 10.0 miles)
Low (10.0 – 18.0 miles)
None (18.0+ miles)

This analysis indicates that a potentially high level of visual impact can extend up to 4.0 miles from wind farms with 1.5 MW turbines, with moderate and low impacts at distances up to 18 miles. Zones of visual influence could be expected to extend further for 2.0 or 2.5 MW turbines that are up to 500 feet high. Factors such as location of viewers, proximity, viewer sensitivity, duration of views, degree of project visibility and contrast, scale of the project in relation to its setting, and presence of valued scenic resources could be used to guide the assessment of potential impacts for any project (National Academy of Sciences 2007).

Daily and seasonal low sunlight conditions striking ridgelines and towers would tend to make turbines more visible and more prominent. Given the typical pale color of turbines, their color contrast with surroundings would likely be the least in winter when snow cover is present. In regions with variable terrain, wind developments along ridgelines would be most visible, particularly when viewed from other similar or lower elevations, owing partly to silhouetting against the sky. Higher viewing points relative to wind farm locations would reduce silhouetting (Burton 1997; EFSEC 2003; Owens 2003; WDFW 2003a). Interposition of turbines between observers and the sun, particularly in the early and late hours of the day and during the winter season when sun angles are low, could produce flickering shadows cast onto the ground and objects by the moving rotors. Shadow flicker could be very noticeable because of its motion and frequency, and may increase with snow cover, but would be a temporary effect and limited to daylight hours.

FAA provides guidelines for the marking and lighting of wind turbine farms (FAA 2007), defined as developments with more than three turbines with heights over 200 feet above ground level. Marking recommendations recognize that not all turbines within an installation need to be lighted. Guidelines specify that it is important to define the periphery of the turbine array, and that within the array no unlighted gap greater than one-half statute mile should be present. Flashing red or white lights may be used to light wind turbines. Lights are placed as high as possible on the turbine nacelle, so as to be visible from 360 degrees.

Reflection of the sun off rotating turbine blades could produce blade glint noticeable at distances of about 6 to 9 miles and may be especially pronounced when aligned with roadways or other viewing corridors. This temporary effect varies with the orientation of the nacelle, angle of the rotor, and location of the observer relative to the sun.

If security and safety lighting were used for support facilities, even if they were downwardly focused, visibility of the site would increase, particularly in the dark nighttime sky typical of rural areas. It would also contribute to sky glow resulting from ambient artificial lighting. Any degree of lighting may produce off-site “light trespass”; it would be most abbreviated if the lighting were limited to the substation and controlled by motion sensors.

Additional construction and installation of monitoring equipment may be required during site operation. Infrequent outages, disassembly, and repair of equipment could occur and produce the appearance of idle or missing rotors, “headless” towers (when nacelles are removed), and lowered towers. Negative visual perceptions of “lost benefits” (e.g., loss of wind power) and “bone yards” (for storage) may result.

For ground viewers of aeronautical safety markings white lights could be less obtrusive in daylight. Red lights would likely be conspicuous at great distances against dark skies (Gipe 2002). Although aeronautical safety beacons would concentrate light in the horizontal plane, they would increase visibility of the turbines, particularly in dark nighttime settings typical of rural areas. Because of their intermittent operations, beacons would likely not contribute to sky glow from artificial lighting. Their emission of light to off-site areas could, however, be considerable.

If decommissioning occurred, impacts on visual resources would be similar to those encountered during construction. Restoring a decommissioned site to pre-project conditions would entail recontouring, grading, scarifying, seeding, planting, and, perhaps, stabilizing disturbed surfaces. Newly disturbed soils would create a visual contrast that would persist at least several seasons before revegetation would begin to disguise past activity. Restoration to pre-project conditions may take much longer. Invasive species may colonize newly and recently reclaimed areas. Non-native plants would likely produce contrasts of color, form, texture, and line.

4.17 Unavoidable Adverse Impacts

This section summarizes the adverse impacts that cannot be avoided that are expected to occur with implementation of the proposed Project.

Construction and operation activities could have adverse impacts on wetland resources from the alteration of surface water drainage patterns, disturbances and trampling of vegetation during construction, and from an increase in sedimentation to localized wetland areas from disturbances on adjacent properties. Transmission line structures would not be placed in wetland areas, so no long-term impacts are expected for wetland resources. Native vegetation would be unavoidably disturbed, and weed infestations may occur. Travel routes could be unavoidably obstructed during construction. Long-term impacts to land use include loss of production from farmland, increased risk to aircraft, and interference with farming activities. An increase in avian mortality would be unavoidable and long term. There would be unavoidable major adverse impacts to the visual quality of the landscape where the transmission line crosses the Teton and Marias rivers or passes within 1/2 mile of residences or major highways.

4.18 Irreversible or Irretrievable Commitments of Resources

If concrete footings are used, the concrete would be left and irreversibly committed. Fuel used during construction and decommissioning would be irreversibly committed to the project. The wood used in structures would not be available for future transmission projects and would be irreversibly committed to the project. Energy lost during transmission line operation (line losses) would be irretrievably committed to the project.

Paleontological and cultural resources, including traditional cultural properties, are nonrenewable resources. The MATL project would increase access to the areas where these resources may be located. This increased access could lead to intentional damage from looting and vandalism, including unauthorized relic collecting, theft, and defacement, and result in the loss of information and destruction of the resource. Impacts to these resources would constitute an irreversible commitment of resources.

4.19 Relationship between Short-Term Uses and Long-Term Productivity

As applied to the proposed Project, short-term uses of man's environment are characterized by existing land use of the Project study area as modified by the proposed Project, together with all activities that such land use facilitates. Maintenance and enhancement of long-term productivity involves sustaining the interrelationships of each resource in a condition sufficient to support ecological, social, and economic health.

All action alternatives would manage resources within regulatory standards for air quality, water quality, cultural resource preservation, and wildlife management. Impacts from any of the action alternatives on farming would not adversely affect long-term productivity of the resource. Overall impacts on socioeconomic resources would be beneficial under all action alternatives.

Long-term impacts on cultural and paleontological resources would result from increased access to areas that were formerly not accessible. This access can lead to intentional damage to paleontological and cultural resources from unauthorized collecting, theft, and defacement, and result in the loss of information and destruction of the resource. In addition, the presence of the proposed MATL transmission line would allow development of wind energy projects that could contribute to cumulative impacts to paleontological or cultural resources. The location of the MATL Project on or near traditional cultural properties could have long-term effects on traditional cultural practices. In addition, the transmission line structures would be highly visible for the life of the project.

4.20 Regulatory Restrictions Analysis

MEPA requires agencies to evaluate any regulatory restrictions and incremental costs that could be imposed on the use of private property in connection with a proposed action.

Alternatives 3 and 4, Local Routing Options, and mitigation measures are designed to protect environmental, cultural, visual, and social resources, although they add to the cost of the Project. Alternatives and mitigation measures that are required by Federal or state laws and regulations to meet minimum environmental standards do not need to be evaluated for extra costs to the proponent.

Based on calculations done in 2007, bond requirements and other mitigation measures that might be imposed by DEQ would add from 1.3 to 1.9 percent to the basic construction cost of Alternative 2 (**Table 4.20-1**). Alternative 3 would be less expensive to build than Alternative 2. Alternative 4, including bond, would cost 12.5 percent more than the basic construction cost of Alternative 2 or 11.1 percent more than the cost of Alternative 2 including bond (**Table 4.20-1**).

Mitigation measures whose costs can be estimated are precision mapping of unstable soils, archaeologist observation of construction, use of conductors with dulled, non-reflective surfaces, wetlands delineation, and bonding for reclamation and revegetation. Monopole structures in addition to the 56 miles that MATL has committed to use for diagonal crossings of cultivated cropland might also be required in some areas.

The costs of other measures, such as damage payments, are not readily quantifiable but would add to the total cost of the proposed Project.

MATL has already negotiated easements across portions of the proposed Project alignment. The cost to MATL is unknown. If MATL has already paid for right-of-way access to lands that may be crossed by the Alternative 2 alignment and that alignment is not permitted, MATL may lose the money already spent. Additionally, if landowners along Alternative 2 were expecting compensation for the costs of farming around structures and that alignment is not permitted, the landowners would not receive their expected compensation.

TABLE 4.20-1 REGULATORY RESTRICTIONS ANALYSIS				
	Alternative 2		Alternative 3	Alternative 4
	With Bond and 56 Miles of Monopoles Only	With Bond, 56 Miles of Monopoles, and Additional Mitigation Measures	With Bond, No Monopoles, and Additional Mitigation Measures	With Bond, 88.9 Miles of Monopoles, and Additional Mitigation Measures
Length (miles)	129.9 (56 miles monopoles, 73.9 miles H-frames)	129.9 (56 miles monopoles, 73.9 miles H-frames)	121.6 (all H-frames)	139.9 (88.9 miles monopoles, 51 miles H-frames)
Estimated Construction cost[a]	$44,036,832	$44,036,832	$39,287,987	$48,430,930
Precision mapping of unstable soils[b]	0	$11,000 (11 miles)	$6,000 (6 miles)	$24,000 (24 miles)
Professional archaeologist to observe construction[c]	0	$160,000 (35 sections)	$160,000 (37 sections)	$160,000 (35 sections)
Delineate wetlands on alignment through Teton County[d]	0	$11,500 (23 miles)	$13,000 (26 miles)	$13,000 (26 miles)
Use of conductors with dulled, non-reflective surfaces[e]	0	$62,000 (129.9 miles)	$58,000 (121.6 miles)	$67,000 (139.9 miles)
Estimated bond	$500,000	$500,000	$420,000	$615,000
Estimated Total cost	$44,536,832	$44,769,832	$39,931,987	$49,296,930
Percent difference from basic construction cost of Alternative 2	+1.1	+1.7	-9.3	+11.9
Percent difference from total cost of Alternative 2	0	+0.5	-10.3	+10.7

Notes:

a Transmission line costs are approximate and based on $323,092 per mile for H-frame structures and $359,429 per mile for monopole (U.S. $, August 8, 2008 exchange rate)

b $1,000 per mile of alignment, 500 feet wide.

c $1,000 per day each for two full-time archeologists for 4 months.

d $30 per 1,000 feet per conductor additional cost for non-specular conductor (BPA 2007).

4.21 Intentional Destructive Acts

Intentional destructive acts, such as sabotage, terrorism, vandalism, and theft, sometimes occur at power utility facilities. These acts include shooting at insulators, power lines, transmission towers, or substation equipment; vandalism; and theft of equipment, supplies, tools, or materials. Vandalism and thefts are most common. The impacts from vandalism and theft, though expensive, do not generally cause a disruption of service to the area. Stealing equipment from electrical substations can, however, be extremely dangerous. Some would-be thieves have been electrocuted while attempting to steal equipment from energized facilities.

Utilities use physical deterrents such as fencing, cameras, warning signs, rewards, and other measures to help prevent theft, vandalism, and unauthorized access. In addition, some utilities offer rewards for information that leads to the arrest and conviction of individuals committing crimes against their facilities.

Depending on the size and voltage of the line, destroying towers or other equipment could disrupt electrical service. The effects of these acts would vary depending on the particular act and configuration of the transmission system. While in some situations these acts would have no noticeable effect on electrical service, in other situations service could be disrupted in the local area or, in the case of damage to equipment that is part of the main transmission system, a much larger area could be left without power.

The MATL transmission line would be made up of transmission line support structures, electric conductors, and electric substations. The support structures would be emplaced in the ground and would be difficult to dislodge. The overhead transmission conductors and the structures that carry them would be mostly on unfenced utility rights of way.

Given the characteristics of the proposed MATL transmission line project and its rural location, it is unlikely that intentional destructive acts would occur. Even if such an act did occur, it would not have a major impact on the transmission system or electrical service, since the grid is designed to withstand the loss of key elements and still provide uninterrupted service to customers. Service is provided by the network, not by individual transmission lines. Any impacts from sabotage or terrorist acts likely could be quickly isolated. In addition, security measures are included to prevent such acts and to allow for a quick response.